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activity; what one dislikes is herd instinct. The author seems to be aware that the matter is left befogged, for it is observed that "only further study will teach us how much herd instinct and how much group consciousness contribute to our ideas and feelings."

The book abounds with oracular utterance, but fails to convey clear and exact ideas upon the subject it discusses. It is interesting chiefly as a portent of the times.

HENRY JONES FORD.

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*Experiments in International Administration.* By FRANCIS BOWES SAYRE, S.J.D. (New York: Harper and Brothers. Pp. xiii, 201.)

It would not be easy to name a book at the present moment better worth reading. Here in small compass is a clear statement of facts showing the theory and history of some experiments in international organization; and, wisely enough, the author deals chiefly with that feature of such organization which is just now most important and which has received least attention heretofore. If international arrangements be divided, like the functions of national government, into legislative, judicial, and executive, it will be found that the literature regarding legislative and judicial matters is vast and that the literature regarding executive matters is scanty. The Hague Conferences, for example, have dealt chiefly with the adopting or codifying of rules of law and the organizing of arbitral or judicial tribunals. It happens that since the armistice of November 11, 1918, the propositions for maintaining world peace have laid less stress on legislative and judicial power and more on executive power. The new thought, clearly enough, has been to create and direct some sort of international military force, and also to administer, through machinery called "mandatory," the international will regarding some peoples deemed incapable of self-government. To determine whether an international executive authority can be satisfactorily used either in war or in peace is obviously one of the questions of the hour. Regarding international military force there is little literature, and as yet this literature has necessarily dealt with theory only. Regarding international executive work of a nonmilitary nature the literature is also slight; and it is to this part of the subject that this book makes a contribution which fortunately deals not with theory but with the history of actual experiments.

At the outset is given an account of the chief attempts to create wide international leagues for peace, beginning with 1648. The phraseology of the early treaties brings to mind so much of our contemporary hopes and promises, that, as the author says (pp. 5-6): "One wonders if, in the cold world of historical fact, a League of Nations is not, after all, fundamentally impossible." The author's view is that the main reason for the failures of the past has been that "heretofore treaties concluding great world wars have been founded essentially upon injustice" and also that "in the arrangements of the past nations have been unwilling to submit to a sufficient amount of external control to make an effective international executive organ possible."

The greater part of the book is devoted to showing that, quite outside the treaties concluding great world wars, there have been arrangements creating international executive organs. The author divides these arrangements into three classes: (1) "International administrative organs with little or no real power of control" (p. 13), of which the permanent bureau of the Universal Postal Union is the most important; (2) "International executive organs with real power of control over some local situation within a particular state or states" (p. 14), of which the European Danube commission is the most interesting; and (3) "International executive organs with real power of control over all of the member states themselves" (p. 15), of which the chief is the permanent sugar commission. Examples of the three classes are presented adequately, with notes guiding the reader to documents and discussions.

Finally comes a chapter of conclusions, with subtitles: (1) "Underlying reasons for success or failure" (p. 147); (2) "The unanimity requirement" (p. 151); (3) "Equality of votes" (p. 158); (4) "The chance for success" (p. 166).

Although the text presents facts rather than arguments, it is not overburdened with statistics or other minute details. The result is a clear and readable book. The author's own views are made known; but the facts are stated so fully that the reader has fair opportunity to make up his mind for himself. As has been said, the citations make it possible for the reader to go far afield; and, besides, the appendix of documents gives a most convenient starting point for historical discussion.

By selecting more numerous examples or by dealing at greater length with those selected, the author might easily have made a larger book; and many a reader will wish that he had done so. Yet he has been

correct in restricting himself to a space so small that no one interested in either promoting or preventing world organization can give adequate excuse for failing to acquire information upon which to base intelligent argument.

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*How the World Votes: The Story of Democratic Development in Elections.* By CHARLES SEYMOUR and DONALD PAIGE FRAZER. (Springfield, Mass.: C. S. Nichols Company. 1918. Two volumes. Pp. 392; 344.)

The authors have done us a great service by collecting the facts concerning the world's progress toward democracy as expressed through the ballot and presenting them in a form which is at once intelligible and interesting to the layman and satisfactory to the teacher and student.

Their main title is misleading; the book is not only a statement of "things as they are," but also deals with the subject from a historical and evolutionary point of view; and the chapters devoted to the fascinating story of electoral reform in England are of special zest and interest. The analysis and interpretation of the Representation of the People Act of 1918 is the best which has yet appeared on this side of the water.

To the student, however, the portions of the work which will be of greatest value, are those which deal with the less well-known states such as Italy, Turkey, Japan and the South American Republics. Here the authors have made easily accessible many important facts hitherto unavailable except to the most painstaking inquirers; and the book will be very useful to the college teacher for assignments as collateral reading in courses in comparative government.

Chapter II, on "Mediaeval Elections," might well have been omitted. It is not sufficiently comprehensive to be of much help to the student and it will not present a clear picture of actual conditions to the general reader.

The authors' distaste for footnotes has carried them to the regrettable extent of omitting the sources of direct quotations and of failing to make the necessary cross-references to judicial decisions mentioned in the text. One could also wish that the treatment of nominating methods in countries other than our own had been somewhat more logical and complete.